

SURREY COUNTY COUNCIL**CABINET****DATE: 25 JULY 2023****REPORT OF CABINET MEMBER: MARK NUTI, CABINET MEMBER FOR ADULTS AND HEALTH****LEAD OFFICER: LIZ BRUCE, EXECUTIVE DIRECTOR FOR ADULT SOCIAL CARE AND INTEGRATED COMMISSIONING****SUBJECT: THE CARE AND SUPPORT COMMISSIONING STRATEGY FOR EXTRA CARE HOUSING****ORGANISATION STRATEGY PRIORITY AREA: TACKLING HEALTH INEQUALITY AND EMPOWERING COMMUNITIES**

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Purpose of the Report:

In July 2019 Cabinet endorsed Surrey County Council's (the Council) Accommodation with Care and Support Strategy. A major programme within the strategy is the delivery of 725 units of affordable Extra Care Housing for older people by 2030. Since then, we have made good progress delivering our ambition and have plans in place to deliver circa 370 units across six sites in Surrey. Cabinet will be asked to approve a further three sites in July 2023, which will deliver a further circa 200 units of Extra Care Housing.

We anticipate that the first of these six new Extra Care Housing settings will open in the Winter of 2024/25 and, subject to a successful tender outcome, the remaining five sites will open on a phased basis from Autumn 2025 until 2030.

In anticipation, we will need to commission CQC registered providers of care and support to work in partnership with the future operators of the sites. The Extra Care Housing - Care and Support Commissioning Strategy sets out how this provision will be put in place for the new accommodation, so that residents in Extra Care Housing receive high quality care alongside housing support from the first day of opening at each setting.

This report seeks approval of the Care and Support Commissioning Strategy.

Recommendations:

It is recommended that Cabinet:

1. Approves the Care and Support Commissioning Strategy for Extra Care Housing at Surrey County Council owned sites.

Reason for Recommendations:

Tackling health inequality and empowering our communities are two of the Council's four strategic priorities. It is essential that the care and support provided by ASC enables us to deliver our Community Vision for 2030 and promotes the independence of the individual in all scenarios. We know that getting older and living longer is something we should all look forward to. However, living a healthy life and living well for yourself, including staying in your

own home, can be more difficult for some people. Our Living Well in Later Life Commissioning Strategy for Older People – Living Well in Later Life – 2021-2030¹ is our plan to help support older people in Surrey to make this happen. It shows how we will help residents to have more choice and control over the care and support they need, when and where they need it.

A key component of Our Living Well in Later Life Strategy are our plans to deliver Accommodation with Care and Support: Extra Care Housing², which will provide Surrey's residents with suitable accommodation with care and support, where they can access the right health and social care at the right time in the right place.

Extra Care Housing is a housing with care model, with a separation in responsibilities between the operators of each setting and the dedicated providers commissioned to deliver care and support to each setting's residents. For the settings which will be delivered through the Accommodation with Care and Support Strategy, while the operators will be regulated by the Regulator of Social Housing and deliver high quality housing management in line with the Council's lease, the care providers will be regulated by the Care Quality Commission and separately commissioned through Adult Social Care contracts. In Annex 1 we provide a diagram which demonstrates the relationship between the different partner organisation involved in the delivery of Extra Care Housing.

The Care and Support Commissioning Strategy for Extra Care Housing sets out the Council's approach to securing high quality, sustainable support through CQC-regulated care providers, and will ensure that future residents in the new settings 'live their best lives'³.

The Care and Support Commissioning Strategy for Extra Care Housing

Scope of the Care and Support Commissioning Strategy

1. The Care and Support Commissioning Strategy for Extra Care Housing will ensure the delivery of on-site CQC regulated services to support residents to maintain their independence and 'live their best lives'. The dedicated on-site care providers will support Extra Care Housing residents with personal care (e.g. washing, dressing, support with eating and drinking and other daily living activities) and other support for people to remain independent. While it will be expected to deliver residents' planned support it will maintain a 24 hour staff presence to respond quickly to care emergencies.
2. This Strategy focuses on the care and support required at future Surrey County Council affordable Extra Care Housing. We have committed to delivering 725 units of affordable Extra Care Housing by 2030. There are currently six sites, across the county, that have been approved by Cabinet for Extra Care Housing. These sites are:
 - i. Bentley Day Centre, Banstead
 - ii. Brockhurst, Ottershaw
 - iii. Cuddington, Epsom
 - iv. Lakeside, Frimley
 - v. Pinehurst, Camberley

¹ [Living Well in Later Life Older People's Commissioning Strategy 2021 to 2030 - Surrey County Council \(surreycc.gov.uk\)](https://www.surreycc.gov.uk/older-people/living-well-in-later-life-older-peoples-commissioning-strategy-2021-to-2030)

² [16. Accommodation with Care support Cabinet report July 2019.pdf \(surreycc.gov.uk\)](#)

³ [Adult social care strategies and plans - Surrey County Council \(surreycc.gov.uk\)](#)

- vi. Pond Meadow, Guildford
- 3. Subject to Cabinet's approval in July, there will be a further three sites, which are:
 - a) Birchlands, Englefield Green
 - b) Colebrook, Redhill
 - c) Orchard Court, Lingfield
- 4. This Strategy will include any further sites that are approved by Cabinet for Extra Care Housing.

The need for a Care and Support Commissioning Strategy

- 5. The Care and Support Commissioning Strategy for Extra Care Housing will ensure appropriate, high quality and value for money care and support is delivered to residents of future affordable Extra Care Housing settings. In this Strategy we will ensure the below guiding principles for Extra Care Housing delivery are followed and adhered to:
 - a) The financial benefits attributable to the Council must clearly outweigh the costs. The Strategy will need to ensure that commissioned services clearly evidence financial benefits, not just to Surrey County Council but to the joint housing, health and social care system, throughout each contract's lifecycle.
 - b) The Council will commission the development of sites to secure nomination rights for a sufficient number of affordable rental units to ensure the financial benefits outweigh the development costs to the Council. While the default position is 100% nomination rights for affordable rental units and the schemes approved thus far by Cabinet have been agreed for development on this basis, should shared ownership units be required in certain circumstances then nomination rights may vary.
 - c) The contractual arrangements for the care and support provision are separate and distinct from the housing management contracts. This will enable the Council to manage delivery of the care and support and the housing management independently of each other and will enable us to ensure respective quality standards are upheld and the greater flexibility will help ensure best value is achieved through contracts that are commissioned.
 - d) New services will need to be contracted substantially in advance of the practical completion date for each Extra Care Housing setting. This will provide sufficient time for providers to mobilise staff to deliver sufficient care and support for new residents from each opening day onwards.
 - e) Tender processes will be flexible, to allow the Council to efficiently approach the market for care and support while setting consistent standards for quality of services, bearing in mind that the future Extra Care Housing will be delivered on a staged basis located across the county.

Care and support provided in Extra Care Housing

- 6. The care and support provided to residents in Extra Care Housing is designed to promote the individual's independence and enable them to live the life they want to. Extra Care Housing is not a form of residential care. Each resident will have their

own front door and it will be their place to call home (ideally where they can be supported to end of life). The future Extra Care Housing settings will be in locations with good access to amenities and will offer the residents the opportunity to connect with their local communities. They will also provide an inclusive environment to share with their family and friends, such as communal areas and landscaped gardens.

7. Each Extra Care Housing setting will have its own individual contract, which details the dedicated care service to be delivered by a CQC-regulated provider.
8. At each setting the dedicated provider will be expected to:
 - a) Meet the planned support needs of any residents whose care is funded by the Council. This is our default expectation but with an acknowledgement that some residents may choose alternative care providers to support them.
 - b) Maintain a 24/7 on-site staffing presence to attend to care emergencies, including a waking night service.
 - c) Work in full collaboration with the housing management team to maximise the wellbeing, inclusivity and independence with residents, but with a very clear understanding of their differing responsibilities within an Extra Care housing setting.
 - d) Deliver good quality, flexible, inclusive, person-centred and outcome focused support that can meet a wide range of needs.
9. In Annex 2 we provide an overview of Extra Care Housing and how it is different to Retirement Housing, Residential Care Homes and Nursing Care Homes.

Target Needs Mix

10. Extra Care Housing, as a housing with care model, sits as an accommodation option between sheltered housing (where housing need is responded to within the built environment and by a limited level of housing management, and where care is delivered individually in the resident's home) and care homes (where accommodation is inseparable from care delivery, where all residents have a licence to occupy which is based on meeting care needs and without security of tenure and housing rights).
11. In order to avoid an Extra Care Housing setting from becoming a similar setting to sheltered housing (where people do not need the on-site care and support or the level of communal facilities on offer), or to appear similar to a care home (where needs are so high that communal facilities are challenging to access and with few opportunities to maintain independence) it is vital that a balance of low, medium and higher needs is maintained amongst residents. This will help create and sustain inclusive, mixed communities in Extra Care Housing, where residents receive support on a proactive basis (i.e. to avoid a future decline in independence) and after a crisis (i.e. to avoid future unnecessary care home admission).
12. It is important to bear in mind that the balance of needs within an Extra Care Housing setting can only be managed on entry. Such a target mix considers the complexity of care needs rather than just a total number of care hours delivered on site and helps decision makers decide on how best to prioritise residents for new tenancies.

Identifying future residents for Extra Care Housing and the referral process

13. We acknowledge the importance of early identification of potential residents of Extra Care Housing and the need to actively maintain waiting lists for each of the settings. Social workers and occupational therapists will play a leading role in working with individuals, their families and carers to highlight the benefits available to them from moving into Extra Care Housing.
14. We will engage individuals early and have sensitive discussions with them and their families to promote this as an option available for them. We are recruiting an operational Senior Manager for Extra Care Housing, which amongst their other responsibilities, will focus on our policies and procedures for identifying future residents. They will work with social workers and occupational therapists to identify future residents for Extra Care Housing and operationalise the new service with locality teams.
15. Our nomination agreements will set out the Council's relationship with the Extra Care Housing operator, the dedicated on-site care provider and the local housing authority (district and borough councils) for the letting of Extra Care Housing accommodation. In each of our nomination agreements the following aspects will be standard requirements:
 - a) A minimum age for people to be considered as future tenants in Extra Care Housing, but with exceptions only to be determined by the Council.
 - b) Any potential resident must have their needs for care support assessed by the Council in order to determine their suitability for Extra Care Housing.
 - c) The maintenance of a waiting list of eligible residents in partnership with the local housing authority (i.e. the borough or district Council where the Extra Care Housing setting is located).
 - d) A nominations panel, comprised of representatives from the Council, the Extra Care Housing operator, the local housing authority and the dedicated care provider, which will consider and prioritise the eligible potential residents on the waiting list. The key consideration for priority will focus on the care and support needs and the risks to a potential resident's health and wellbeing of not being awarded a tenancy.
 - e) A process for initial awarding of tenancies for Extra Care Housing settings will commence 9 months prior to a setting's practical completion date.

Technology Enabled Care in Extra Care Housing

16. We want future residents of Extra Care Housing to fully benefit from the opportunities that technology provides. We will build on Surrey's existing Telecare offer, which provides reactive emergency responses to alerts via pendant alarms, community alarms and GPS devices etc. In our future Extra Care Housing we will employ proactive technology solutions known as Connected Care. This type of technology provides solutions for residents to enable them to stay independent in Extra Care Housing for longer. Using remote monitoring we will capture data over a period of time to provide actionable insights to better inform the care and support needs of the resident as and when they change.

17. An example of a Connected Care solution could be connecting a data and analytics platform to sensors, smart plugs and other devices. The core sensors monitor air temperature and movement. The smart plugs monitor the use of electrical equipment and, for example, can evidence whether someone is using their kettle or microwave to monitor activities of daily living. Other devices, such as bed and chair sensors can be used to help monitor a person's mobility and help avoid falls.
18. Connected Care is already making a difference for residents in Surrey through the 'Enabling You with Technology' transformation programme and the following benefits have been identified:
- a) Supported individuals to remain in own home for longer.
 - b) Provided short term support in a crisis or urgent situation.
 - c) Avoided conveyance to hospital and likely hospital admissions.
 - d) Avoided increase in home-based care or reablement.
 - e) Reduced reablement input.
 - f) Enabled early intervention to support declining physical, mental health and wellbeing i.e. more frequent visits to the bathroom have indicated urinary tract infections.
 - g) Enabled care practitioners to make evidence-based decisions.
 - h) Prevented temporary short-term admission into a care/ nursing home and enabled people to return home after a short period of respite.
19. We will ensure future residents of Extra Care Housing will be offered access to both Telecare and Connected Care services in their accommodation.
20. Connected Care is not to be seen as a replacement for personal care. These services, when designed around the individual, provide better opportunities for residents to maximise the use of their homes, increase their independence and ensure the use of valuable care hours is optimised to achieve their personal goals and outcomes.

Procurement route to market

21. It is proposed that a countywide Framework Agreement under the Light Touch Regime is established, with the provision to open the agreement up to new providers at the Council's discretion at any point in the lifetime of the contract. Mini-competitions will be run in anticipation of a 6-month mobilisation period for each Extra Care Housing setting being built.
22. The Framework Agreement will set out the overall terms and standards of the care and support that providers will be expected to deliver. The subsequent mini-competitions will then be used to identify a provider and award the specific contracts for each Extra Care Housing setting.
23. In order to enable all future Extra Care Housing settings to be procured using the Framework, it is proposed that the Framework Contract should have an initial term of 4 years with two 1-year extension periods giving a maximum duration of 6 years.
24. It is proposed that the site-specific care contracts (i.e. those awarded through mini-competition) have a duration of 4 years with two 2-year extension periods. This is in

line with the current care contracts at other sites where Surrey County Council has nomination rights.

25. The route to market has been chosen for the following reasons:
- a) Allows the Council to work with a small number of high-quality Extra Care Housing care providers that are awarded a place on the Framework Agreement.
 - b) Ability, under the Light Touch Regime, to open the Framework up to new providers at a later date on a business need basis.
 - c) Rates can be evaluated at mini-competition stage, to ensure the most up to date pricing is agreed at the time of contract award.
 - d) The Framework route allows flexibility to include site-specific requirements in each mini-competition.
26. We engaged the market on our approach through a Request for Information and will undertake further market engagement as we prepare for the Invitation to Tender.

Consultation:

27. The consultation for this report builds on the previous discussions that have occurred during the lifespan of this programme, as outlined in previous Cabinet reports.
28. The Council is committed to working with existing and future residents of Extra Care Housing to design and deliver care and support services. Throughout the design and delivery phase of this strategy we will engage and coproduce the care and support services with existing and future residents, as well as seek feedback from their families and carers.
29. The Council has undertaken significant market engagement with potential providers of Extra Care Housing care and support services in the preparation of this strategy. The feedback from the care and support market has informed our strategy and approach to procurement. We will continue to undertake market engagement to ensure we secure excellent care and support services at the future Extra Care Housing.
30. In advance of publishing this report briefing notes have been circulated to the Adults and Health Select Committee and Surrey's Integrated Care Boards.

Risk Management and Implications:

31. There is a risk that commissioned care services could become unsustainable due to a gradual decline in the level of care required by residents. In order to support the development of mixed communities, where people are supported proactively (i.e. to avoid a future decline in independence) and also in crisis (i.e. to avoid future unnecessary care home admission) a target mix of needs is used to provide guidance to members of the nomination panels.
32. The home-based care market is vibrant, and the potential number of bidders for care services in Extra Care Housing settings could therefore become unmanageable in a standard tender process. To reflect the fact that the requirements for care providers in Extra Care Housing settings are far broader than those for a home-based care service, the tender process for the framework will ensure that applications are only

fully considered from providers that can evidence they have the knowledge or capability to deliver dedicated, high-quality care and support to specialist housing settings.

33. Successful bidders for care service contracts will need time to recruit and train staff to respond to residents' needs in advance of the opening day of a new Extra Care Housing setting. The route to market timescales factors this mobilisation time in, with successful bidders for services at each setting having six months to prepare.
34. The successful delivery of a care service in an Extra Care Housing setting relies upon very positive working relationships between the care provider, social care staff (social workers, occupational therapists), allied health professionals and the operators of Extra Care Housing settings. While any bidders to join the framework will be expected to demonstrate their capability of managing these relationships, in the case of the operators (and housing management staff) service level agreements will clearly set out who is responsible for which function in delivering an overarching personalised, inclusive, responsive approach to support the independence of all residents.
35. Due to the uncertainty of the planning process, there is a risk of delays to the sites becoming operational. Extensive market engagement will be undertaken to ensure the market is aware of the pipeline of sites that will require care to be commissioned into them and provide them with the most up to date timeline.

Financial and Value for Money Implications:

36. As set out in the Accommodation with Care and Support Strategy presented to Cabinet in July 2019, the development of Extra Care Housing is expected to deliver financial savings compared to alternative forms of care for two main reasons:
 - a. The design and nature of Extra Care Housing settings means that in the vast majority of cases people should be able to live there throughout their remaining life and avoid the need to go into residential and nursing care homes when their care needs increase. Some admissions into more expensive residential and nursing homes will therefore be avoided.
 - b. The provision of care to people's own homes in Extra Care Housing settings is generally less expensive when compared to normal residences. This is due to a concentration of need within a bespoke housing setting, which allows care providers to minimise travel costs for care workers and more efficiently deploy staff to support Extra Care Housing residents. The average number of hours of care are also typically lower for people in Extra Care Housing settings.
37. Modelling based on the planned usage of the Council's new affordable Extra Care Housing units indicates that the Council should achieve savings of £5,100 per unit per year compared to traditional alternative forms of care. As such, c.£3.7m per annum of care package savings are expected to be delivered through successfully delivering the targeted 725 of additional affordable units of Extra Care Housing. These care package efficiencies will offset the revenue borrowing costs for capital expenditure that the Council is required to commit to developing any of the new sites, with residual savings above those required to cover borrowing costs helping to mitigate pressures in Adult Social Care's care package budget.
38. The successful delivery of the care and support commissioning strategy to secure care providers at competitive rates to provide care and support services in the new

Extra Care Housing settings will be essential to achieving these care package savings.

39. Beyond the direct savings to the Council, it is also important to recognise the wider financial benefits to the health and social care system. Evidence indicates that well-managed Extra Care Housing schemes will typically result in fewer people requiring admission to hospital. Not only is this of course very positive for people's wellbeing and independence, but it also reduces pressure on the health care system and avoids the higher levels of social care expenditure typically required following hospital discharge.

Section 151 Officer Commentary:

40. Significant progress has been made in recent years to improve the Council's financial resilience and the financial management capabilities across the organisation. Whilst this has built a stronger financial base from which to deliver our services, the increased cost of living, global financial uncertainty, high inflation and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to be forward looking in the medium term, as well as the delivery of the efficiencies to achieve a balanced budget position each year.
41. In addition to these immediate challenges, the medium-term financial outlook beyond 2023/24 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.
42. As such, the Section 151 Officer recognises the importance of the care and support commissioning strategy set out in this paper to ensure best value arrangements are put in place and expected care package savings are achieved for the delivery of care and support services in the new affordable Extra Care Housing schemes planned to be developed as part of Adult Social Care's Accommodation with Care & Support strategy. The outcome of tenders for care and support services through the planned framework will be factored into Medium Term Financial Strategy.
43. It will be important that the Extra Care Housing project team work collaboratively in continuing to develop the planned framework for care and support services at new settings so that learning at each stage of this process is fed into the commissioning of care and support services for the next batch of sites.

Legal Implications – Monitoring Officer:

44. There are no legal implications at this stage. Legal advice and support will be given to ensure that Best Value Duty is adhered to, and other relevant regulations is compiled with if/when it becomes applicable.

Equalities and Diversity:

45. An Equality Impact Assessment (EIA) is included as Annex 1, examining areas of consideration for any implementation of the Accommodation with Care and Support Strategy. Identified impacts at this stage centre on improved resident experience and outcomes, more people remaining independent within their own homes for longer

and further consideration needed of people's natural communities, recognising that communities do not necessarily fit with statutory boundaries.

Other Implications:

46. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	Safeguarding policies and procedures for Extra Care Housing care providers must meet the standards as set out by the Surrey Safeguarding Adults Board (SSAB) in the 'Adult Safeguarding Policy and Procedures 2018'. They will need to demonstrate an understanding of best practice as set out by the SSAB in the evaluation process. Providers will be subject to monitoring by CQC and the Council's Quality Assurance Team.
Environmental sustainability	<p>Future Extra Care Housing will have good access to local communities and amenities. This will limit the need for travel from the site for future residents and there will be access to public transport, whilst also maintain active and healthy lives.</p> <p>The Extra Care Housing care and support will be offered on one site and there will be a 24 hour presence from care and support staff. Therefore once onsite there will be less travel required to deliver care and support than would be necessary for the delivery of domiciliary care and support.</p> <p>The Extra Care Housing environment will be built to high standards in terms of insulation and heating. This will reduce the burden on energy consumption to heat the building and the individual flats, as compared to other less energy efficient buildings.</p>
Compliance against net-zero emissions target and future climate compatibility/resilience	<p>In terms of the built environment the future buildings will be consistent with the Council's Net-Zero Carbon target, the Extra Care Housing will be designed to be LETi Net Zero (London Energy Transformation Initiative) and future-proofed to be adapted and resilient to the impacts of climate change.</p> <p>The key features of an operationally net-zero carbon Extra Care Housing include: high thermal efficiency,</p>

	<p>a low carbon heating system, and maximising the generation and use of on-site renewable energy.</p> <p>Materials and construction emissions will be reduced where feasible. Future design stages will address the Green Agenda within the budget allowance for the project and will design solutions to address the agenda, e.g.: Sustainable Drainage Systems, opportunities for rainwater harvesting, irrigation solutions, biodiversity net gain, landscape boundary treatments etc.</p>
Public Health	<p>Extra Care Housing can positively impact on public health outcomes, including reductions in social isolation and/or loneliness; improved nutrition and hydration; increased wellbeing for residents participating in activities, such as exercise classes, and minimising the ill effects of fuel poverty and/or seasonal health risks.</p>

What Happens Next:

47. If Cabinet approve the recommendations in this paper:

- a. We will continue with ongoing market engagement events with Extra Care Housing care and support providers.
- b. We will continue to coproduce the design and delivery of the strategy with existing and potential Extra Care Housing residents, as well as their families and carers.
- c. We will continue to coproduce the design and delivery of the strategy with social workers and occupational therapists. This approach will be enhanced by the recent appointment of a Senior Manager dedicated to this function and maximising social care outcomes from future Extra Care Housing sites.
- d. We will design and build policies and procedures for referring and nominating future Extra Care Housing residents.
- e. We will continue to produce and disseminate information that provides clarity to partners and residents about Extra Care Housing design and delivery and how this model enhances the offer to residents requiring adult social care.
- f. We will begin to develop and maintain waiting lists for potential future residents of Extra Care Housing through raising public and staff awareness of Extra Care Housing.
- g. We plan to publish the tender for the Extra Care Housing Care and Support Framework in the Autumn.



Report Author:

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Consulted:

Adults and Health Select Committee

Care and Support Providers

Integrated Care Boards

Annexes:

Annex 1: Working with partner organisation to deliver Extra Care Housing

Annex 2: Accommodation Settings for Older People

Annex 3: Extra Care Housing Equality Impact Assessment

Sources/background papers:

Adult Social Care Accommodation with Care and Support Strategy for Extra Care Housing for Older People and Independent Living Schemes for adults with a learning disability and/or autism

<https://mycouncil.surreycc.gov.uk/ieListDocuments.aspx?CId=120&MId=6328&Ver=4>

Living Well in Later Life Older People's Commissioning Strategy 2021 to 2030 [Living Well in Later Life Older People's Commissioning Strategy 2021 to 2030 - Surrey County Council \(surreycc.gov.uk\)](#)

Adult Social Care Vision – 'Supporting people to live their best life' [Adult social care strategies and plans - Surrey County Council \(surreycc.gov.uk\)](#)
